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POLICY AND ADMINISTRATIVE DECISIONS NEEDED WHEN INTRODUCING VOCATIONAL AND TECHNICAL EDUCATION IN AGRICULTURE FOR OFF-FARM OCCUPATIONS.

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THE SUCCESS OF PROGRAMS FOR PREPARING STUDENTS FOR ENTRY INTO OFF-FARM AGRICULTURE DEPENDS UPON FUNDAMENTAL POLICY AND ADMINISTRATIVE DECISIONS. THE MAJOR OBJECTIVE OF THIS DOCUMENT IS TO HELP GOVERNING BOARDS AND ADMINISTRATORS THINK THROUGH THE ELEMENTS OF ESTABLISHING SOUND PROGRAMS. IT EXPLAINS THAT (1) OFF-FARM OCCUPATIONAL PROGRAMS ARE ONLY PARTIALLY EXPLORED, (2) NEW PROGRAMS MUST BE PART OF A TOTAL PROGRAM, (3) THE CLIENTELE IS LARGE, (4) POLICIES SHOULD BE DEVELOPED FIRST, (5) EVERY PRECAUTION SHOULD BE TAKEN, (6) BOARD SUPPORT IS INDISPENSABLE, (7) SEVERAL ADMINISTRATIVE LEVELS ARE INVOLVED, AND (8) CONSULTING COMMITTEES ARE VALUABLE. INCLUDED ARE DISCUSSIONS ON POLICY DECISIONS, ADMINISTRATIVE DECISIONS, ADAPTING PROGRAMS TO HIGH SCHOOLS, USING CONSULTING COMMITTEES, AND PUBLICITY AND PROMOTION. A LIST OF REFERENCES IS INCLUDED. THIS DOCUMENT IS ALSO AVAILABLE FROM THE CENTER FOR RESEARCH AND LEADERSHIP DEVELOPMENT IN VOCATIONAL AND TECHNICAL EDUCATION, THE OHIO STATE UNIVERSITY, 980 KINNEAR ROAD, COLUMBUS, OHIO 43212. 980 KINNEAR ROAD, COLUMBUS, OHIO 43212. (JM)

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POLICY AND ADMINISTRATIVE DECISIONS NEEDED WHEN INTRODUCING VOCATIONAL AND TECHNICAL EDUCATION IN AGRICULTURE FOR OFF-FARM OCCUPATIONS

The Center for Research and Leadership Development

In Vocational and Technical Education

The Ohio State University
980 Kinnear Road
Columbus, Ohio, 43212

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education
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Policy and Administrative Decisions Needed When Introducing Vocational and Technical Education in Agriculture for Off-Farm Occupations

For boards and administrators of local schools, area schools, and colleges

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Publications on Off-Farm Agricultural Occupations
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This publication is one of a series relating to Off-Farm Agricultural Occupations developed at the Center for Vocational and Technical Education under a grant from the Division of Adult and Vocational Research, U. S. Office of Education. Each of these publicatuons was designed for a specific purpose. However, they are designed to complement and reinforce each other. It is suggested that persons using any of these materials will want to familiarize themselves with the other publications in this series. Following is a complete listing of this series.

1. Policy and Administrative Decisions in Introducing Vocational and Technical Education in Agriculture for Off-Farm Occupations

2. Vocational and Technical Education in Agriculture for Off-Farm Occupations

3. Summary of Research Findings in Off-Farm Agricultural Occupations

4. Planning and Conducting Cooperative Occupational Experience for Off-Farm Agriculture

5. Occupational Guidance for Off-Farm Agriculture

6. Horticulture - Service Occupations
(Course outline and twelve modules)

7. Agricultural Supply - Sales and Service Occupations
(Course outline and twevle modules)

8. Agricultural Machinery - Service Occupations
(Course outline and sixteen modules)

9. Agricultural Chemical Technology
(Course outline and nine modules)

PREFACE

The implementation of the provisions of the Vocational Education Act of 1963 has rapidly increased the number of schools providing training for off-farm agricultural occupations. Programs are being developed for several levels of preparation by local schools, area schools, and community colleges. In most of these institutions, policy will have to be established or re-examined before these programs can be made operational. Crucial administrative decisions affecting the success of such programs also need to be made.

This publication has as its major objective the orientation of boards and administrators of local schools, area schools, and colleges to the fundamental policy and administrative decisions upon which the success of programs preparing students for entry into off-farm agriculture depend. Identified herein are the critical areas and prime considerations where basic policy and administrative decisions pertaining to the school's program in off-farm agriculture are needed.

Background information presenting the needs, objectives, benefits, means of involving the community, and descriptions of typical programs appeared in a companion publication of The Center entitled, Vocational and Technical Education in Agriculture for Off-Farm Occupations. These two publications provide assistance for governing boards and administrators to "think through" the essential elements of designing and establishing administratively sound programs of education for occupational entry into off-farm agricultural positions.

This publication was prepared by Dr. Herbert M. Hamlin, former Chairman and Professor Emeritus, Division of Vocational and Technical Education, College of Education, University of Illinois. Dr. Hamlin's writing and leadership in policy development and interest in total

community programs of vocational education eminently qualify him to prepare this publication.

Although the final responsibility for the content rests with Dr. Hamlin and members of the Project Task Force, grateful acknowledgment is made of the assistance of the following persons who reviewed drafts of this publication and made many valuable comments: Mr. Harry G. Beard, Associate Professor of Education, School of Education, North Carolina State University, Raleigh, North Carolina; Dr. James Hensel, Specialist in Agricultural Education, The Center for Research and Leadership Development in Vocational and Technical Education, The Ohio State University, Columbus, Ohio; Mr. Robert Kozelka, Chief of Business and Distributive Education, State Department of Education, Springfield, Illinois; Dr. William B. Logan, Professor and Director, Distributive Education Institutes, College of Education, The Ohio State University, Columbus, Ohio; Mr. Sidney S. Sutherland, former Chairman and Professor Emeritus, Department of Agricultural Education, University of California at Davis; and Dr. Ralph Wenrich, Head, Department of Vocational and Practical Arts Education, College of Education, University of Michigan, Ann Arbor, Michigan.

The reader's attention is directed to the other publications developed by the project and designed to supplement this title.

We hope this material will be of assistance to teachers and administrators in developing needed programs in this area. We solicit your reactions and suggestions for its improvement.

Robert E. Taylor
Director
The Center for Research
and Leadership Development in
Vocational and Technical Education

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SUMMARY

In introducing vocational and technical education in agriculture for off-farm occupations, schools and colleges are entering a broad area that has been only partially explored.

The new program must be related to existing programs of agricultural education, other forms of vocational and technical education, and the total program of a school or college.

The clientele who might be served by this kind of education is almost two times as large as the traditional clientele (farmers and prospective farmers) of vocational agriculture based on research evidence now available.

Policy decisions should be made by a governing board when the first program of this type is introduced. Their decision should not have to be abandoned or greatly changed as other related programs are added.

Because the program is new and those conducting it are often inexperienced in this type of education, the risk of failure is great. Every possible precaution should be taken in developing the program if it is to succeed and grow.

The understanding and support of governing boards is indispensable.

Administrators of several kinds are involved: The chief administrative officer of an institution, the top-level administrators associated with him, and the heads of divisions and departments. Counselors and several kinds of teachers share in providing the program. It is the responsibility of administrators to see that the needed cooperation is secured.

Consulting committees (advisory committees) have proved their worth in

conducting these programs, but they must be established and used with care and must be restricted to advising the board and the professional staff.

The need for vocational and technical education in agriculture for off-farm occupations and some general suggestions for developing it have been discussed in another publication in this series.[1] This publication deals with policy decisions governing boards may need to make and administrative arrangements for introducing this new type of education.

Policy Decisions

Some schools and colleges may be operating under policies so broad that this type of education can be introduced without altering policy. Even in these cases, policy should be re-examined to insure that it is explicit with regard to the points which follow. In many cases, policy will have to be developed "from scratch."

Education in agriculture for off-farm occupations is not to be considered a step-child of an institution but an integral part of it. Boards and administrators are as much responsible for this part as for any other part.

The policy issues to be faced are in the following fields:

Policy-making process

Clientele to be served

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[1] Vocational and Technical Education in Agriculture for Off-Farm Occupations. The Center for Research and Leadership Development in Vocational and Technical Education, The Ohio State University, Columbus, Ohio.

Purposes to be achieved

Arrangement for evaluation to be set up

Personnel to be employed and the conditions of its employment

Arrangements for developing programs and procedures

Organization to be provided

Financial arrangements

Provisions for research and development

Arrangements for providing public information and maintaining desirable relationships

The policy-making process. Many boards in schools and colleges which should introduce these new programs have had no experience in the development of comprehensive policies. Instead, they have dealt with particular issues as these have arisen. We cannot risk the casual policy-making procedures many boards follow; the stakes are too great.

Our studies, admittedly limited, revealed that policy for this type of education was often not being made properly. Instead, all sorts of flagrant violations of accepted practices were found. Policies were being established by teachers, by administrators, and by advisory committees heavily stacked with special interests. Boards of education, the official policy-making bodies, seldom were important in the determination of policy.

These situations may have arisen because the new field is regarded as a small and unimportant one. The early efforts have been small, but the number of persons eligible for the new type of education is two to three times the number of farmers, who have been the traditional clientele of vocational agriculture. Although the pioneering programs

have been small at the start, they have often grown with amazing rapidity. None is yet serving more than a small fraction of the potential clientele. Precedents established on the assumptions that the field is small and unimportant may be disastrous as the field develops and it becomes difficult to depart from them.

It is important that governing boards understand the new area of education their schools and colleges are entering. Their support will be critical in the development of these programs.

If a board can be guided into desirable means of policy-making in the initiation of these new programs, it may profitably carry them over to policy-making for the entire system under its control.

Adequate policies cannot be written in board meetings. At a board meeting there may be recognition of the need for new or modified policy and authorization of the steps to produce a tentative policy statement. The head of the school would then be expected to set in motion the machinery for producing a draft of policy for the board to review. Drafting of a proposed policy statement should be shared by the chief administrative officer, the teaching staff or a committee from it, and a citizen's committee. The board may choose to return the proposal to its authors for revision. If so, the revised edition should be reviewed by those who drafted the original statement.

Obviously, an adequate process takes time, but it avoids costly mistakes. Once policies are well established, the time of all concerned is saved. It is not necessary to go to the board with a succession of unforseen difficulties.

There are those who say that lasting policy cannot be made for a

new program, such as the one under discussion. There are examples which refute this contention. The Constitution of the United States has endured with few changes in 176 years, although the founders set up a type of government then unknown in the world. There are many examples of far-sighted policies in education, set up with no precedents, which have endured for decades, such as those for the establishment of the Milwaukee Vocational School and the Joliet, Illinois, Junior College, both in 1902.

Programs and procedures must, of course, change. Policies establish basic principles which can be expected to endure as guides in the development of programs and procedures. Even so, policies themselves will need to undergo periodic examination and possible revision.

The following are some considerations in establishing basic policy for agricultural education for off-farm occupations which need to be taken into account. Policy will need to be established in each of these areas.

Clientele. There are policy decisions to be made regarding the clientele to be served. Not all within the potential clientele can be served at the outset; choices must be made based to the extent possible upon the urgency of the needs of each group that might be included. Some schools have chosen a particular business or industry or a particular age-group for preferential treatment. Some have allowed admission requirements to be set up which have reserved these programs for an elite. Some have seemed unwilling to allow establishment of admission requirements. Some have been interested only in full-time students and have paid no attention to the educational needs of adults. The

total clientele that might be served by these programs include persons from 14 to 45 years of age or more, persons whose years of schooling may range from eight to 16 or more, and persons whose I.Q.'s range from very low to very high. Business and industry can make some use of almost everyone in some capacity provided he has training. We serve well neither our clientele nor business and industry when educational services are limited to a few selected groups.

Purposes. There must be a decision made as to whether a school or college is trying to produce narrowly-trained specialists, or well-balanced human beings with occupational competency, or persons of both types. Certainly there is grave danger that individuals may be well prepared for entry jobs who have not developed the capacities needed for advancement. Individuals may be deprived of their opportunity to enter or transfer to higher institutions, or be discouraged from doing so, if the credits they earn cannot be applied elsewhere. Opportunities for extended general education, which all need, may be lost in too highly specialized programs.

There must be a decision made as to whether individuals are to be trained to take advantage of opportunities wherever they may be or only for local businesses and industries. Local enterprises are sometimes served principally through the upgrading of their current employees in classes for adults.

Evaluation. Regular and fair evaluation is essential if these programs are to be improved. Arrangements must be made for the establishment of criteria and procedures for evaluation, the choice of evaluators, and reports to the governing board. Local and state staffs,

consultants, representatives of businesses and industries served, and representatives of the public should be included.

Personnel. Traditional requirements for personnel employed in the new programs may not be appropriate. It may be necessary to recruit teachers from business and industry and give them special training. Salaries may have to be established that are higher than those ordinarily paid of persons competent in business or industry and in teaching are to be secured. Provisions must be made for the coordinated participation of teachers of agriculture and other vocational subjects, "academic teachers," counselors, and special teachers from business and industry employed part-time by the school. Adequate clerical services must be provided.

Planning programs and procedures. The responsibility of a governing board is to see that programs and procedures are planned, not to plan them. Planning them is the responsibility of the professional staff. A board may have to intervene to see that programs and procedures are not dictated by private interests related to the programs offered. Time for planning must be provided. Plans must be consistent with board policies. Outside consultants may be needed and a board may have to finance all or a part of such costs.

Organization. The new programs should be organized into, not outside of, the existing structure. Intricate details need to be worked out administratively in bringing together for fruitful cooperation those who should be involved. It is a board's responsibility to demand proper organization and to give the chief administrator authority to bring it about. These programs are likely to fail if they are turned

over to the exclusive control of teachers of agriculture. In some of them teachers of agriculture should have a minor part.

Finance. The new programs are expensive and they are likely to fail unless they are well financed. All opportunities for the use of federal and state funds should be explored. Federal funds for vocational education are being increased each year until 1967-68 and remain constant thereafter unless new legislation is passed. They may be used for buildings for area schools and for the salaries of teachers in local and area schools. There are other sources of federal funds if vocational education funds are exhausted: The Higher Education Facilities Act, The Economic Opportunity Act, The Elementary and Secondary School Act, The National Defense Education Act, and The Appalachian Act. Because programs preparing for off-farm agricultural occupations are few as yet, and funds to aid them are abundant, there is no excuse for jeopardizing them through inadequate financing. Equipment and teaching aids from the businesses and industries benefited may further increase a school's resources.

Research and development. The programs discussed in this publication are new. They will not reach their full potential without extensive research and systematic development projects. The universities have a special responsibility for research and development in this field, but they must have the cooperation of schools which have the programs. State Departments of Education have funds and an interest in research and development activities in this area. There are also available federal funds amounting to 10 percent of the total annual appropriation for vocational education under the 1963 Vocational Education Act which

are earmarked for research, development, and training. Information about them may be had from universities involved in vocational education, state departments of education, and the U. S. Office of Education.

Public information and relations. A program in a new area must be publicized extensively and with care. The public is entitled to know what is being attempted and why it is being attempted. Publicity is needed in attracting students to unfamiliar programs.

In many parts of the country, there is stiffening resistance to federal participation in education. If the new programs are to be federally-aided, the conditions under which aid is granted must be made clear to board members, administrators, advisory committee members, the school staff, and the public. Knowledge of the purposes the federal government is pursuing and the reasonable conditions on which funds are available should forestall unreasoning cries of "federal dictation."

A complicated set of relationships must be worked out in providing these programs. There are relationships with business, industry, agriculture, government, and labor.

Providing public information and developing public relations requires time and adequate time should be provided in any budgeting arrangement.

Administrative Decisions

Assuming that policies have been established which set an official course, there is much to be done by administrators in implementing these policies.

Surveys to determine needs. A survey when a new program is being

planned helps to pinpoint the special needs for trained workers and also to call attention to the possibility of school training for types of workers who have never received it. Forms for gathering information of many types have been used. Sample forms are included in the publication entitled, "Planning and Conducting Cooperative Occupational Experience in Off-Farm Agriculture," available from The Center for Vocational and Technical Education, The Ohio State University.

The teachers involved in a program may do some of the surveying to secure background for their work, but the job is too big for them to attempt it alone. Members of advisory committees, students, and others can help. The teachers' principal contributions are in developing good forms and in interpreting the data derived from their use.

Local surveys should not be relied upon exclusively. Many opportunities for employment are outside a school district. Students have a right to know about these opportunities as well as those in a district. The nature of a program may be shaped in part by outside opportunities and demands.

It is possible to use too much time in making detailed surveys. It is also possible to arouse expectations that cannot be satisfied if every kind of off-farm agricultural occupation is surveyed and only one or two programs can be provided. It may be better to arrive by rather crude procedures at a choice of the first programs to be provided and then survey in detail the related businesses and industries. Time may sometimes be spent in surveys that is needed more urgently in initiating programs.

The interpretation of data from surveys of the need for off-farm

agricultural workers is so difficult that a survey is sometimes judged to be nearly useless. Employers are not accustomed to having trained workers for these occupations and frequently see no need for special training, but once training has been provided the advantage is seen and employer demands rise sharply. Artificial training standards are indicated by some employers who want their employees to be high school or college graduates although detailed analysis shows that graduates are not really needed and could not be employed at the salaries offered. Employers unused to thinking in terms of education and training for the jobs they have are often unable to define the duties of their employees, indicate those which call for special training, or designate the training needed.

Demands for training, when they are expressed, are often in terms of present needs rather than future needs. We have been told by some leaders in agricultural business and industry that it would have been better to consult a few national authorities in each business or industry regarding future training needs than to survey thousands of employers.

Much statewide data is available in the respective states which should be analyzed to see how the proposed program in a particular community can be most effectively oriented or directed without needless duplication. Sometimes much of the information needed can be secured through a business or industrial organization, which has already made its survey or will make one. Chambers of Commerce have been responsible for surveys of occupational training needs. The Employment Security Agency knows a good deal about employment demands. State and

local agencies responsible for attracting industries know their requirements.

A school undertaking a survey needs help from those who have had survey experience. State departments of education and universities can provide this help. State departments of education and state employment security agencies have made sample surveys useful in planning programs for areas in their states which offer suggestions for planning surveys in other areas. Survey suggestions are included in another publication in this series.[2]

Program and course planning. There are aids in planning programs and course outlines available from The Center for Vocational and Technical Education at The Ohio State University, from other universities, and from state departments of education. Supplementary aids, adapted to a community or an area, are needed. The contributions to be made by teachers of agriculture, other vocational teachers, teachers of related and "general" subjects, and part-time teachers from business and industry must be determined.

Courses may be needed at various levels: for semi-skilled, skilled, and technical workers and for persons of low, average, and superior ability. It is possible to have courses of high quality at each of these levels. One of the hazards in developing this kind of education is that the schools may be interested only in developing programs for occupations that carry prestige.

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2 Planning and Conducting Cooperative Occupational Experience in Off-Farm Agriculture, The Center for Research and Leadership Development in Vocational and Technical Education, The Ohio State University, 980 Kinnear Road, Columbus, Ohio, 43212.

Personnel services. Guidance personnel should be involved with the vocational teachers and representatives of the Employment Security Agency in counseling those considering the programs in testing and screening applicants in arranging personal finances for students in handling personal problems, and with placement.

Selection of trainees. Trainees must be selected who are capable of the intellectual work involved, are acceptable for part-time employment during training, and are likely to engage in work related to their training after they are trained. The standards used will vary widely with the types of jobs for which training is given. Fairness to all concerned demands that a variety of criteria be used in judging an individual's fitness for training: school records, personality, social adjustment, desire and interest, willingness to work, and other factors. It demands also that more than one person be involved in a decision about an individual's fitness for a program.

Scheduling. The rigid scheduling suitable in most schools and colleges may not be adapted to many who enroll in these programs. Students may be working part-time in order to remain in school. They may be absent during a part of the school day for on-the-job training. For example, it may be desirable to hold classes during the forenoon and the evening, leaving the afternoon free for work.

The schedule of classes for part-time students must be even more flexible. The days of the week and the hours of the day when adults can attend school vary greatly. The heaviest enrollment in these programs may be from 4 to 10 p.m.

Work experience. There is wide agreement that on-the-job experience

is a desirable adjunct to school training in most, if not all, of these programs. However, it is often difficult to provide it satisfactorily.

Even when the jobs are close at hand, as in the neighborhood school, it may not be feasible to schedule students for them at stated hours each day. The decision as to when to schedule students must be made on the basis of educational opportunities available at different times and must not be dictated by employers' desires. Employers often want help during rush seasons, on Saturdays, and during summer vacations. Specific information on establishing on-the-job training for students in these programs may be found in the publication entitled, "Planning and Conducting Cooperative Occupational Experience in Off-Farm Agriculture."

In an area school the problem is even more difficult, and unfortunately some area schools have abandoned work experience. Where it is being provided, it is usually during the summer or under an arrangement whereby students spend in rotation a quarter in school and a quarter on the job.

It is necessary to choose training stations carefully and to train the cooperating trainers. An agreement must be worked out carefully among the school, the student, the parents (if the student is a minor), and the employer specifying which each is to do and what the student is to gain from his work experience.

Ample time must be allowed teachers to arrange training stations and supervise their students on the job. Coordination of school instruction and practical work must be planned.

Removing deficiencies in basic education. Students should not be barred from programs because of remediable defects in their basic

education. A testing program for applicants will reveal these defects. If a student's motivation is strong, he can make surprising progress in removing them. Each North Carolina area school has a "learning laboratory" equipped with a variety of self-teaching and self-testing devices. A teacher is available to give individual assistance.

Many of the occupations for which training will be given involve extensive contacts with people. Courses in applied psychology, personal and social development, and conventional behavior have an important place.

Specially tailored courses in related subjects. There will be a temptation to put into these new programs the conventional courses in science, social science, mathematics, English, speech, and other related fields instead of developing special courses for the new groups. Special courses may not always be feasible. It is often possible to group students from several vocational fields in courses better adapted to them than the traditional courses. Some teachers of related subjects are much better than others for work with students preparing for off-farm agricultural occupations.

Teacher certification. The usual requirements for teacher certification may well be waived in providing the new programs. Most states have special requirements for occupationally competent persons who are wanted as teachers. There are usually special, and more limited, requirements for teachers of adults.

Labor laws. State and federal laws governing employment, and especially the employment of persons under 18 years of age, are many and must be observed. The offices of the Employment Security Agency

are the best sources of the special information which may apply in a given school situation discussed in "Planning and Conducting Cooperative Occupational Experience in Off-Farm Agriculture."

Licensing. Some of the occupations for which training may be given are state-licensed and graduates of training programs must be prepared to pass licensing examinations. The Employment Security Agency can also provide information about licensing requirements.

Accrediting. Most schools and colleges want the new programs to be accredited by some recognized agency. State accrediting may be all that some programs can now secure. Regional accrediting agencies are developing standards which would apply to programs of this type. The American Technical Society approves programs in technical education that meet its high standards.

Recruitment of professional personnel. Teachers for the more specialized programs involving one or two years of work beyond the high school will not be recruited from the usual sources. Often they will come from business and industry. Help in locating personnel can be had from the state departments of education and the universities. The American Vocational Association, Washington, D. C., maintains a placement service which gives special attention to the location of prospective teachers for area schools whose experiences have been primarily in the armed forces, business, and industry. State trade associations and state vocational supervisory personnel can also be of assistance in this area.

Terms of employment of professional personnel. Full-time teachers in these special programs are usually employed for 12 months with two

to four weeks of vacation. When a teacher is not fully qualified, there is usually provision that he attend school for a given period or earn a given number of college credits each year.

Non-professional personnel. An unusual amount of clerical work, record-keeping, and reporting is involved in conducting these programs. It is uneconomical to use professional persons to perform these tasks which a trained clerical staff could do better with some professional guidance.

Transfer of credits. In publicizing federally-aided post-high schools courses, it should be pointed out that these courses are not designed primarily for transfer to four-year institutions. Such a statement does not preclude acceptance of the courses by some four-year colleges. However, federal funds may not be used in programs consciously designed to lead to baccalaureate degrees.

Equipment and teaching aids. Special equipment and teaching aids are needed in teaching the new programs. Lists for agricultural business, ornamental horticulture, agricultural chemical technology, and agricultural machinery are included in various publications of The Center for Vocational and Technical Education, The Ohio State University.[3]

Regulations regarding the use of facilities. There must be rules governing the use of the facilities, often expensive, which a school has provided. Since many of the students are adults, a special area

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[3] These sets of curricular materials are entitled:

"Agricultural Machinery--Service Occupations"
"Agricultural Supply--Sales and Service Occupations"
"Horticulture--Service Occupations"
"Agricultural Chemical Technology--Service Occupations".

for smoking is usually provided. Part-time and adult students should understand that the general rules of a school system apply to them also.

Developing desirable work attitudes and habits. In this type of education, conditions approaching those to be found on the job are sought. Absence and tardiness are not tolerated. In visiting schools with vocational and technical programs, one is impressed by the serious work habits of the students and the absence of horse-play.

Financial aids for students. Many students in these programs are needy. Many have families. Financial aid can often be provided for them. Schools may secure scholarships from some prospective employers. Up to $500 a year per student can be obtained under the work-study provisions of the 1963 National Vocational Education Act. Funds for working students can also be had under the National Economic Opportunity Act. Part-time employment, useful both in securing experience and in financing schooling, can often be secured.

Consultant help. Persons attempting the new programs for the first time should recognize that there are those with experience in these programs who can serve as consultants. Personnel in other schools with ongoing programs, state university personnel, and state department of education personnel may be able to provide help. These are more plentiful in some parts of the country than in other parts. They may be useful. There is danger, however, in relying unduly upon the experience and concepts of any one consultant.

Records and reports. Records are especially necessary in conducting new programs whose continuance is in doubt and which will frequently be evaluated and will require defense. The school record and

the employment record of each trainee should be carefully maintained, not only while an individual is in school but thereafter for as long a period as is feasible. Reports, using records, should be made regularly to governing boards, administrators, all of the professional personnel of a school system, and the public.

Adapting These Programs to the High Schools

A whole series of administrative problems arise when somewhat specialized programs preparing for off-farm occupations are attempted in the high schools. Some of these are indicated and sources of help are suggested.

Outcomes to be expected from broadened high school programs in agriculture. Students, parents, teachers, and the community should be clear about the outcomes to be expected from these somewhat specialized programs. Although there will be a vocational emphasis, general education values must be kept in mind; often these will be the major outcomes in working with relatively immature students.

It is not to be expected that every high school student will make a life work of the occupation in which he receives school-directed training and experience. He can be expected to learn some of the general requirements of holding a job: working with others, taking orders, being on time, reporting regularly for work, doing the unpleasant as well as the pleasant jobs. He will get help in choosing an occupation and perhaps find out why he should not pursue further the occupation in which he has received his high school training. He can learn what is required for advancement from the occupation in which his initial training has been received and may be induced to take further

training in an area school or a college. He can build a reputation as a worker that will be useful to him regardless of his future occupation. His interest in school may be increased as he sees the practical usefulness of high school studies and his inclination to drop out of school may be reduced. He may be employable after high school graduation--and many high school graduates are not--because he has "a foot in the door" of a business or industry. He may acquire skills that will enable him to finance all or a part of the costs of college.

However, experience indicates that many who have special training in high school, including on-the-job experience, continue in the fields for which they have been trained, frequently with the employers under whom they received their work experience while in high school.

Students reared under modern conditions often know little at first hand about the world of work. Frequently they crave practical experience and many drop out of school to get it. Many high school students know that they are almost useless to others and are financial burdens to their families. Human beings do not thrive under these conditions. A sense of competence and usefulness is needed for well-rounded development. Rewarding work and hope for future congenial employment are potent spurs to the wholesome maturation of adolescents.

Specialized vocational education and individualized work experience often brings out qualities in high school students that have not been noted or appreciated when they have been confined to the traditional high school routines.

Adjustments to single- and multiple-teacher departments. Most of the high schools teaching agriculture are small and have only one

teacher of agriculture although multiple-teacher departments are on the increase. In these schools somewhat specialized education in agriculture for off-farm occupations can be achieved in three principal ways:

1. By providing two programs in the 11th and 12th grades, one for prospective farmers and one for prospective workers in off-farm occupations.
2. By grouping students within an 11th and 12th grade class and providing some small-group instruction related to particular clusters of occupations.
3. By individualizing instruction: providing related cooperative work experience in a variety of occupations and individual classroom teaching.

In a larger high school, three to five programs might be provided for 11th and 12th grade students. These might include courses in farming, agricultural business, agricultural mechanics, and horticulture, as well as a course preparatory to further specialization in agriculture in an area school or college. Individual and small-group instruction would be needed for the students in each of these programs which could be related to the specialized types of work experience the students would be having.

Finding work opportunities for high school boys. A school bears the responsibility for finding training stations for high school boys admitted to programs preparing for off-farm occupations. It can be assisted by consulting committees and community organizations. The firms of a school district should be canvassed to locate work opportunities. Visits should be made to those which have these

opportunities. Not every firm willing to take trainees is suitable. Only those which accept conditions laid down by the school should be used. Use of some of these firms may have to be discontinued if they do not provide the educational experiences for which they are responsible.

Not every high school student who wishes to enroll in a program involving work experience can be accepted. Enrollments must be limited to those who can be recommended for part-time employment taking into account ability, interest, aptitude, personality, and work habits.

Ordinarily, high school students are limited legally to 40 hours per week spent in school and on the job. A reasonable amount of this time must be spent on the job. Some schools are requiring 250 hours per year. The time required for vocational agriculture must not be allowed to pre-empt time required for other subjects. Frequently three classes other than agriculture are scheduled during the forenoon and the afternoon is devoted to class work and work experience in agriculture. However, many employers prefer to have their part-time workers scheduled irregularly. Students may be most useful and may participate in some of the most educational experiences by working weekends or during vacations. Time away from school is reduced when such arrangements are possible.[4]

Supervision of work experience. The work experience of students preparing for off-farm occupations must be more closely supervised than the farm-practice programs of students in vocational agriculture

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[4] A much more extensive treatment of work experience is provided in another publication in this series entitled, Planning and Conducting Cooperative Occupational Experience in Off-Farm Agriculture.

have usually been. Students new on a training program and employers unaccustomed to their responsibilities as trainers must be visited at least weekly and in some cases almost daily until a routine is established. Training can degenerate into routine work unless this is done. Fortunately, trainees in these programs are usually clustered in or near towns or cities so that travel time in visitation is less than in visiting farm boys.

Class size. The large classes sometimes found in vocational agriculture are not suited to programs preparing for off-farm occupations. Sixteen is often set as the maximum enrollment, particularly in courses such as agricultural mechanics or other courses requiring a good deal of practical work and individualized teaching. The number of training stations, quality, and quantity of equipment available are other factors to be considered.

Using Consulting Committees

Almost everyone interested in providing vocational education in agriculture for off-farm occupations subscribes enthusiastically to the use of consulting (advisory) committees. Full usefulness or value from such committees is seldom, if ever, attained.

Setting up a consulting committee properly involves more work than most people are willing to do but an improper arrangement can lead to difficulties far more troublesome than those involved in initiating a committee properly. It may lead to the denial by an official board of the privilege of having these useful committees.

The starting point in thinking about consulting committees is recognition that, in this country, policy-making is a lay responsibility.

Governing boards authorized by state legislatures share with the legislatures in enacting the policies effective in local and area schools, colleges, and universities conducted under public auspices.

Professional educators may be allowed, and should be encouraged, to advise about policy. They are responsible for executing policy.

A lay committee is primarily useful in advising a board about policy. It is useful also to professional educators in advising about programs and procedures. Neither a board nor a professional staff is required to accept the advice given. This should be understood clearly at the outset by all concerned.

The first step in organizing consulting committees is the adoption by a governing board of the policies under which these committees will be set up and operated. An advisory committee must never be allowed to set the basic policies governing its operation; it should adopt rules for carrying on its work that are consistent with board policies.

A school system well organized for citizen participation would have a network of citizens' consulting committees. A general committee, directly advisory to the board, would have a set of committees reporting to it, one of them for the broad field of occupational education. The committee for occupational education would have satellite committees, some of them for agricultural education. When a comprehensive system of committees is lacking, an individual committee for education in off-farm occupations must be related directly to the board.

The choice of members of a consulting committee is critical, It cannot be left to the teacher of agriculture, the superintendent, or

the board, or to all of these acting jointly. Recommendations for membership should be made by a selection committee composed of both professional and lay membership, which is thoroughly acquainted with the work the consulting committee would do. A selection committee has two functions: (1) to canvass an area for nominations of consulting committee members, and (2) to recommend to the board the number of members the board has designated, taking into account the criteria for merbership the board has set up.

A well advised board would set up criteria for membership such as these:

1. High general ability and, if possible, demonstrated ability in dealing with school affairs.
2. Understanding of the importance of the educational program with which they are to be associated and sufficient interest so that time and effort would be given to the work of the committee.
3. Certain personal characteristics essential to the success of the committee: personal integrity, responsibility, maturity of thought and action, ability to cooperate, a constructive attitude, openmindedness, and tolerance of varying points of view.

The committee as a whole should be representative of all elements in the population affected directly or indirectly by the program with which it is to be associated.

A program in agricultural business requires a consulting committee which includes not only employers but employees, representatives of

those served by these businesses, parents of students, and representatives of the public. It is dangerous to secure counsel only from the firms engaged in agricultural business. Seven to nine members are ordinarily required; more may be needed. Smaller committees are likely to exclude representatives of groups that should be included. The absence of one or two members may ruin a meeting of a small group. More ideas and more fruitful discussions can be expected from a group of nine than from a group of three.

Committee members should be appointed for staggered terms so that there is gradual replacement of members. A three-year term is satisfactory. It may be advisable to provide that a member cannot be reappointed until after a year's absence from a committee. There is plenty of talent for these committees; it is unnecessary and unsafe to depend indefinitely on a few for counsel.

A properly formed and functioning consulting committee can perform indispensable services. It can make a governing board aware of the need for education for off-farm agricultural occupations, indicate to a board the scope of such a program, and insist on high standards and adequate financing. It can assist a professional staff in community studies, in locating training stations and developing training programs, in finding occupationally competent teachers and resource persons, in explaining the program to the public, in arranging for contacts by teachers with businessmen and industrialists, and in evaluating and revising programs.

Persons associated with the school should never be consulting committee members; they are the recipients of counsel. The teachers of

agriculture concerned should always be present at meetings. Others from a school system involved in these programs should be present to the extent that they are able to be.

Rather frequent meetings of consulting committees are necessary, particularly when a new program is getting under way. Member interest will be better held with monthly meetings than with meetings held less frequently. It grows with work and accomplishment. The problems with which a committee will deal are complex and many members will have little comprehension of them on joining a committee. It is imperative that agenda for committee meetings be prepared in advance and that the members share in determining them. Agenda should not be handed to the chairman by a teacher of agriculture when a meeting begins.

There is a wide array of topics appropriate for consulting committee meetings. Early in the life of a committee the members should come to understand the developments across the country in the kind of education they are to help in sponsoring, the sources of the funds used in these programs, and the decisions about them that may be made by state and national officials, local boards and administrators, teachers, and consulting committees. The carefully chosen members of a committee want the committee to stay in its place and not encroach upon others' prerogatives, but they must know their place. They do not want to get into trouble or get others into trouble.

They need to know about programs paralleling or related to those for which they are advisors. They must have some basic understanding of the entire school system of which these programs are only a small part.

After some orientation, they are prepared to look at the findings of studies to discover training needs or to participate in making studies, to review proposed courses, to help in creating community interest in them, and to react to problems the teachers lay before the group.

Beware of the committees which act too quickly on the teacher's insistence. A good committee is primarily a deliberative body that may slow action rather than hasten it.[5]

Publicity and Promotion

Needs for these programs exist rather generally across the country. New programs must be "sold" and kept "sold" to the public. Excessive claims will backfire, but the programs have enough merit that, when they are presented factually and without distortion, they will commend themselves to most people. Publicity and promotion cannot substitute for a quality program, but quality programs are sometimes not appreciated or used adequately because publicity and promotion are lacking.

Newspapers, television, and radio are means whereby a school can reach the public, whose money is being spent, prospective students and their parents, and employers. It is ordinarily better to cultivate reporters and have them write their own stories than to provide handouts. However, handout materials are also needed. Each program should be announced in an attractive brochure. One-minute spot announcements of programs are usually welcomed by broadcasting stations. The farm

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[5] For a more detailed treatment of citizens' consulting committees see Citizen Participation in Local Policy-Making for Public Education, College of Education, University of Illinois, Urbana, Illinois. Revised 1964. 35 pp.

journals have been found effective in locating prospective students.

Letters may be sent to selected mailing lists of high school seniors and graduates who may become interested in area school programs. Letters to employers may bring in their employees or their prospective employees.

High school assembly programs provide good audiences. Exhibits can be provided for special school occasions, fairs, and shows. Window exhibits in downtown stores help. Those interested in the program should welcome every opportunity to explain it before service clubs and other organizations. Employment Security offices, which deal daily with persons in search of work and with employers, are important sources of information about these programs. Adults, and particularly older adults, are often best reached through personal contacts by members of consulting committees, the school staff, and other adults.

Publicity and promotion efforts must be spaced throughout a year, be made regularly, and be directed through a variety of media. Spasmodic campaigns avail little. Always the emphasis must be that this is <u>your</u> program, conducted for <u>your</u> benefit through <u>your</u> public schools. Reports to the public are made not merely to gain support for a school program but to give the public the facts to which it is entitled.

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